

3.7 SOCIOECONOMIC CONDITIONS

Significance Criteria

Significance criteria under NEPA regarding socioeconomic impacts are related to the needs of the Tribe identified in the discussion on Purpose and Need (EIS Section 1.0). Determinations on significance were made in part based on input from the City and County of Kenosha, the two local governments that would potentially be most effected. The City and County have jurisdiction by law under 40 CFR 1508.15 and special expertise under 40 CFR 1508.26 over elements of the project and/or mitigation.

Criteria for determining significance to other tribal gaming facilities are provided by the NIGC, a cooperating agency in the preparation of this EIS. The NIGC has statutory jurisdiction under the Indian Gaming Regulatory Act (IGRA), under 40 CFR 1508.15 and special expertise under 40 CFR 1508.26 regarding Indian gaming. The Forest County Potawatomi Community (FCP) operates a gaming facility in Milwaukee. The FCP may experience socioeconomic impacts related to competition between the Milwaukee facility and the proposed project (business competition is discussed in detail in **Section 3.11**). Nothing in IGRA suggests that competition among Indian casinos should be discouraged or is a significant impact.

The BIA recognizes that FCP has special expertise under 40 CFR 1508.26 regarding its own casino. As such, the BIA has considered FCP's comments regarding potential impacts to its Milwaukee casino.

3.7.1 SOCIOECONOMIC CHARACTERISTICS OF THE MENOMINEE TRIBE

MENOMINEE TRIBE

The Menominee Tribe is a Federally recognized Indian tribe whose aboriginal territory encompassed what is now northeastern Wisconsin and northeastern Michigan, west to the Mississippi River, and included land cessions in southeastern Wisconsin down to the Milwaukee River. Most of this territory was bought by or ceded to white settlers in the mid 1800s until 400 square miles of reservation was set aside in 1854. To head off efforts from white settlers to obtain lumber rights, the Tribe began to harvest timber – an economic pursuit that led to modest prosperity. However, in accordance with the U.S. government's policy of assimilating Indians within American society, the Tribe's Federal recognition was terminated in 1961. In an effort to preserve its land base, the Tribe transferred its land (234,000 acres) to a Wisconsin corporation called Menominee Enterprises, Inc. (MEI). The corporation was owned by all Tribal members and was accepted by the State of Wisconsin as a new county - Menominee County. MEI was now subject to property taxes on the corporate lands and the economic prosperity of the Tribe began to falter resulting in the need to sell off lands to retain their solvency. Efforts to stop the land sales and reverse the Tribe's termination were led by a Menominee social worker named

Ada Deer, and resulted in the passage of the Menominee Restoration Act on December 22, 1973, which restored the Tribe's Federal recognition.

Timber harvesting continues to be important to the economy of the Tribe. The Tribe is known for its policy of sustainable harvesting and forest management. In addition to forestry, the Tribe also operates a casino and hotel. Revenues from these operations provide support for the Tribal government and Tribal services including health care, education, welfare, police service, and fire protection. While the Tribe also receives Federal support, the Tribe does not have adequate revenue to meet Tribal service needs. As shown in **Table 3.7-1**, there are approximately 8,207 members. Approximately half of the members live on the reservation; other

TABLE 3.7-1
MENOMINEE SOCIOECONOMIC PROFILE

Category	Menominee Tribe
Tribal Enrollment	8,207
Age Distribution of Residents	
Under 18	1,972
Age 18-64	5,736
Age 65+	498
Employment and Income	
Labor Force	3,259
Employed	1,033
Unemployed	2,226
Percent Unemployed ¹	68%
Median Family Income	\$27,802
Percent of Families Living Below the Poverty Line ²	25.7
Percent of Households Receiving Public Assistance Income	5.5%

NOTES: ¹ Unemployed percentage of labor force.

² As defined by the US Census Bureau. Based upon income thresholds that vary by family size and composition.

SOURCE: Menominee Indian Tribe, 2005; Income information from US Census, 2000.

Tribal members live in adjacent parts of Wisconsin and in other states. The economic well-being of the Tribe lags behind that of Wisconsin residents in general. While the Tribe has a median family income of \$27,802 with approximately 26 percent of families living below the poverty line, Wisconsin residents have a much higher median family income of \$52,911 with only about 6 percent of families living below the poverty line¹.

¹ US Census 2000 data – the number of families living below the poverty line is based on income thresholds that vary according to family size and composition.

3.7.2 REGIONAL SOCIOECONOMIC CHARACTERISTICS

POPULATION

Kenosha Region

The Kenosha Region, consisting of Kenosha, Racine and Walworth counties had an estimated population of 444,987 in 2004 (**Table 3.7-2**). The region's population grew from 378,215 in 1990 to about 432,167 in 2000, an increase of 14.3 percent (US Census, 2000). As of January 2004, the region's population has increased an additional 3 percent. The region's population is projected to increase approximately 19 percent to 530,993 people by 2030 (WDOA, 2004a).

TABLE 3.7-2
2004 REGIONAL POPULATION ESTIMATES

Location	Population
Menominee Region	
Menominee County	4,616
Langlade County	21,227
Oconto County	37,679
Shawano County	41,944
Region Total	105,466
Kenosha Region	
Kenosha County	156,082
Racine County	191,853
Walworth County	97,052
Region Total	444,987
Wisconsin	5,532,955

SOURCE: WDOA, 2004b; AES, 2005.

Menominee Region

The Menominee Region, consisting of Menominee, Oconto and Shawano counties, had an estimated population of 105,466 in 2004 (**Table 3.7-2**). The Menominee County (Menominee Indian Reservation²) population accounts for only about 4.4 percent of the region total. The region's population grew from 71,273 in 1990 to about 90,778 in 2000, an increase of 13.8 percent (US Census, 2000). As of January 2004, the region's population has increased an additional 3.4 percent. The region's population is projected to increase approximately 13 percent to 119,404 people by 2030 (WDOA, 2004a).

² The Menominee Indian Reservation should not be confused with the Menominee Tribe, which has approximately 8,691 Tribal members.

HOUSING**Kenosha Region**

As shown in **Table 3.7-3**, there were about 178,490 housing units in the Menominee Region in 2000. Of the total housing units, 90 percent were identified as occupied. Additionally, 6 percent of the total units are identified as being vacant units for seasonal, recreation, or occasional use. For the purposes of determining available vacant housing units, units identified for seasonal, recreation, or occasional uses were considered occupied. It is therefore estimated that approximately 7,087 units were vacant and available in 2000.

TABLE 3.7-3
2000 REGIONAL HOUSING ESTIMATES

Location	Total Housing Units	Occupied Housing Units*	Estimated Available Units
Kenosha Region			
Kenosha County	59,989	57,708	2,281
Racine County	74,718	71,715	3,003
Walworth County	43,783	41,980	1,803
Region Total	178,490	171,403	7,087
Menominee Region			
Menominee County	2,098	2,031	67
Langlade County	11,187	10,610	577
Oconto County	19,815	18,816	999
Shawano County	18,317	17,608	709
Region Total	51,417	49,065	2,352
Wisconsin	2,321,144	2,226,857	94,287

NOTES: *Includes vacant units for seasonal, recreational, or occasional use.

SOURCE: US Census, 2005; AES, 2005.

Menominee Region

As shown in **Table 3.7-3**, there were about 51,417 housing units in the Menominee Region in 2000. Only about 4 percent of housing units are located in Menominee County (Menominee Indian Reservation). Of the total housing units, 77 percent were identified as occupied. Additionally, 18 percent of the total units are identified as being vacant units for seasonal, recreation, or occasional use. For the purposes of determining available vacant housing units, units identified for seasonal, recreational, or occasional uses are considered occupied. It is therefore estimated that approximately 2,352 units were vacant and available in 2000.

EMPLOYMENT**Kenosha Region**

As shown in **Table 3.7-4**, the Kenosha Region has a labor force of approximately 235,912 as reported for November 2004. Of the regional labor force, approximately 11,625 individuals are unemployed resulting in an estimated unemployment rate of 4.9 percent. This compares to a rate of 4.2 percent for Wisconsin.

TABLE 3.7-4
REGIONAL EMPLOYMENT ESTIMATES

Location	Labor Force	Unemployed	Percent Unemployed
Kenosha Region			
Kenosha County	85,348	4,140	4.9
Racine County	93,845	5,625	6.0
Walworth County	56,719	1,860	3.3
Region Total	235,912	11,625	4.9
Menominee Region			
Menominee County	2,600	200	8.4
Langlade County	9,500	620	6.6
Oconto County	15,800	1,300	8.5
Shawano County	21,300	900	4.4
Region Total	49,200	3,020	6.1
Wisconsin	3,112,500	130,000	4.2

NOTES: November 2004 data, not seasonally adjusted.

SOURCE: WDWD, 2004a; WDWD, 2004b; WDWD, 2004c; AES, 2005.

The major employers in the Kenosha Region are shown in **Table 3.7-5**. The average annual wage within the region in 2003 ranged from \$28,281 in Walworth County, to \$32,834 in Kenosha County and \$35,864 in Racine County. As a comparison, the average annual wage for Wisconsin was \$33,423 (WDWD, 2004b).

Menominee Region

As shown in **Table 3.7-4**, the Menominee Region has a labor force³ of approximately 49,200 as reported for November 2004. Approximately 5 percent of the labor force resides in Menominee County (Menominee Indian Reservation). Of the regional labor force, approximately 760 individuals are unemployed, resulting in an estimated unemployment rate of 6.1 percent. This compares to a rate of 4.2 percent for Wisconsin.

³ The labor force is generally defined as those employed and unemployed workers actively looking for work.

TABLE 3.7-5
MAJOR EMPLOYERS IN KENOSHA REGION

Employer	Service	Size Range (employees)	County Location
All Saints Medical Center	Medical/Hospital	Over 999	Racine
CNH America LLC	Farm machinery Manufacturing	Over 999	Racine
County of Walworth	County Government	Over 999	Walworth
DaimlerChrysler Corp.	Engine and Parts Manufacturing	Over 999	Kenosha
Emerson Electric Co.	Appliance Manufacturing	Over 999	Racine
S.C. Johnson & Son Inc.	Polish Manufacturing	Over 999	Racine
United Hospital System Inc.	Medical/Hospital	Over 999	Kenosha
University of Wisconsin	University	Over 999	Walworth
Adecco USA Inc.	Temporary Help	500-999	Racine
Aurora Health Care	Medical/Hospital	500-999	Kenosha
Aurora Health Care	Medical/Hospital	500-999	Walworth
Bombardier Motor Corp.	Engine Equipment Manufacturing	500-999	Racine
JohnsonDiversey Inc.	Polish Manufacturing	500-999	Racine
Grand Geneva LLC	Hotel/Motel	500-999	Walworth
Metro Milwaukee Auto Auction	Wholesale Trade	500-999	Racine
Miniature Precision Components	Plastic Manufacturing	500-999	Walworth
Modine Manufacturing Co.	Motor Vehicle Parts Manufacturing	500-999	Racine
Snap-On Tools Mfg. Co.	Tool Manufacturing	500-999	Kenosha
Sta-Rite Industries LLC	Pump Equipment Manufacturing	500-999	Walworth
Supervalu Holdings Inc.	Grocery Wholesalers	500-999	Kenosha
Wal-Mart Associates Inc.	Discount Department Store	500-999	Walworth
Wal-Mart Associates Inc.	Discount Department Store	500-999	Racine

SOURCE: WDWD, 2004d; AES, 2005.

The major employers in the Menominee Region are shown in **Table 3.7-6**. Of the three employers with over 500 employees, two are located within Menominee County and consist of the Menominee Tribal Government and the existing Menominee Casino. The average annual wage for the region in 2003 was approximately \$23,843, considerably less than the Wisconsin average annual wage of \$33,423 (WDWD, 2004a).

SCHOOLS

Menominee Region

The Tribe operates the Menominee Tribal School located in Neopit to provide kindergarten through 8th grade education for Federally recognized Indian students. The school serves approximately 219 students within one 20-room school. Because the school is categorized as private and does not receive revenue from property taxes, the school primarily relies on Federal

TABLE 3.7-6
MAJOR EMPLOYERS IN MENOMINEE REGION

Employer	Service	Size Range (employees)	County Location
KCS International Inc.	Boat Building	500-999	Oconto
Menominee Casino-Hotel	Casino	500-999	Menominee
Menominee Indian Tribe	Tribal Government	500-999	Menominee
Aarrowcast Inc.	Iron Foundries	250-499	Shawano
County of Oconto	County Government	250-499	Oconto
County of Shawano	County Government	250-499	Shawano
Langlade Memorial Hospital	Medical/Hospital	250-499	Langlade
Little Rapids Corp.	Paper	250-499	Shawano
Menominee Enterprises	Sawmills	250-499	Menominee
Mohican North Star Casino	Casino	250-499	Shawano
Oconto Falls Public School	Schools	250-499	Oconto
Saputo Cheese USA Inc.	Cheese Manufacturing	250-499	Oconto
Stockbridge-Munsee Band of Mohican Indians	Tribal Government	250-499	Shawano
Unified School District of Antigo	Schools	250-499	Langlade
Wittenberg-Birnamwood School	Schools	250-499	Shawano

SOURCE: WDWD, 2004c; AES, 2005.

funding through the BIA to maintain facilities and pay staff salaries. The school also relies on fundraisers, volunteering, parent involvement, and limited funds from the Tribal Government for support. The school is in need of additional facilities to adequately serve its students. Needed improvements include an additional gymnasium, security system, fencing, classroom furniture, and books (Powless, 2005).

In addition to the Menominee Tribal School, kindergarten through 12th grade education is also provided to Menominee County students by the Menominee Indian School District. The Menominee Indian School District is a public school system that serves a total of approximately 917 students within its four schools. Keshena Primary (located in Keshena) provides pre-kindergarten through 5th grade education. Menominee Indian Middle (located in Neopit) provides 6th through 8th grade education. Menominee Indian High (located in Keshena) provides 9th through 12th grade education. The school also operates the Alternative School that provides for students with special needs and offers nighttime classes (Hohn, 2005).

Kenosha Region

The Kenosha Unified School District covers 85 squares miles and provides education for the cities of Kenosha, Pleasant Prairie and Somers. The school serves approximately 21,000

students, with 24 elementary schools, 6 middle schools, 1 6th-8th grade charter school academy, 4 high schools, 1 high school Technology Academy, 1 special education center, 2 elementary charter schools and 1 Head Start Child Development Center (Kenosha Unified School District, 2003). The closest schools to the project site are Pleasant Prairie Elementary School, located approximately two miles to the southeast at 9208 Wilmot Road, and Indian Trail Academy High School and Mahone Middle School at 6800 and 6900 60th Street, approximately two miles to the east.

LIBRARIES, PARKS AND RECREATION

Menominee Region

Menominee County is served by the Menominee Tribal/County Library located in Keshena. The library is funded for the most part by the Menominee Indian Tribe and partially by Menominee County. Menominee County has extensive recreational opportunities associated with the area's extensive forests, lakes, and rivers. Recreation in the area includes whitewater river trips, camping, hunting, and fishing. The fairground in Keshena provides a venue for fairs and other public events.

Kenosha Region

The Kenosha Public Library has four locations in the City of Kenosha. The closest library to the project site is the Uptown Branch located at 2419 63rd Street approximately five miles to the east. Parks located near the project site include Whitecaps Park within the City of Kenosha, and Prairie Springs Park, in the Village of Pleasant Prairie. Whitecaps Park, which is located approximately ¾ miles southeast of the project site between 67th Street and 98th Avenue, is a 7-acre park with a ball field, tennis courts, and basketball courts. Prairie Springs Park is located at the corner of Lakeview Parkway and 88th Avenue, approximately three miles to the south. Prairie Springs Park is a 425-acre public park with a 110-acre spring fed lake that has a swimming area, two children's tot lots, softball fields, picnic areas, volleyball pits, nature trails and a walking/jogging trail around the lake. Two country clubs are also located near the project site. The Maplecrest Country Club is located approximately two miles to the northeast at the corner of 18th Street and 88th Avenue, and the Bristol Oak Country Club is located approximately three miles to the southwest at 16801 75th Street.

3.7.3 OTHER TRIBAL CASINOS

Several tribal casinos currently operate in Wisconsin. The FCP operate a casino in Milwaukee, approximately 45 miles north of the proposed Kenosha casino site.

The Ho-Chunk Nation operates gaming facilities in five counties not contiguous with Kenosha County. **Table 3.7-1** indexes the locations of these facilities with their respective approximate distances to the project site.

TABLE 3.7-7
HO-CHUNK GAMING FACILITIES

Facility	Location	Approximate Distance to Project Site
Majestic Pines	Black River Falls, Jackson County	192 Miles
Rainbow Casino & Bingo	Nekoosa, Wood County	160 Miles
Ho-Chunk Casino	Baraboo, Sauk County	117 Miles
White Tail Crossing	Tomah, Monroe County	166 Miles
Dejope Bingo	Madison, Dane County	82 Miles

SOURCE: Ho-Chunk Nation 2005; AES 2005

Market areas for impacts to regional tribes are discussed in **Section 4.7**.